

Item No. 8.	Classification: Open	Date: 12 March 2019	Meeting Name: Cabinet
Report title:		Southwark Great Estates Programme Paper Two – Estate Improvement Plans	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	

FOREWORD - COUNCILLOR LEO POLLAK, CABINET MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES

Last December's opening cabinet paper of our 'Great Estates' programme set out the council's fundamental approach to the long-term future of our council estates - to 'expand and enrich' our estates by a) identifying appropriate sites on our estates for building new council homes, and b) finding new ways of working with residents to improve the look, feel and lived experience of our estates.

The 'Estate Improvement Plans' cabinet report focuses on the 'enrich' part of the programme, setting out three principal routes towards improving the shared living experience of our estates, creating new opportunities for residents to come together, and to begin a process of upholding our estates as properly privileged parts of the city.

Firstly, as detailed in the 30 October 2018 New Homes Delivery Model Review cabinet report, we have reoriented how we approach the often challenging task of building new council homes on existing estates, by framing it as part of a wider 'estate improvement plan' approach. This means in practice that resident project groups and architects have a brief beyond the red line of the development plot, to think about how new homes can sit comfortably as part of the existing estate as well as how the process of development can capture wider visible improvements throughout the estate. It also seeks to align the repairs cycle wherever possible to new homes development activity to ensure existing homes are being refurbished and upgraded, and that everyone, not just residents of the new homes, sees an uplift in their living environment. We are already starting to see some of the early fruits of this approach with residents better welcoming development proposals that offer a more tangible account of what's in it for them.

Secondly, a new strategic policy in the latest adjustments to the New Southwark Plan (SP2: Regeneration that works for all) explicitly commits us to working towards a tenure blind borough, where principles of tenure equality and tenure integration are applied where new private development comes forward adjacent to council estates. This will work by linking private development to proposed estate improvement projects on neighbouring estates, captured through s106, CIL and additional social regeneration commitments.

Thirdly, this report initiates a series of Estate Improvement Plan pilot projects over the coming year, covering all parts of the borough, older and younger estates and estates with or without active resident associations. Via workshops, drop-ins, wish list ballots and other methods of engaging and involving residents, the opening year's pilots will

trial different ways of devising and delivering improvement works on a range blocks and estates with residents at the centre of the process, and a license for creativity and risk-taking. The projects will also seek to maximise resources available by drawing on external funding and partnership opportunities, with a new advisory group helping to frame the process to ensure they have the greatest possible impact.

We also launch the first draft of a new Great Estates Guide - a showcase of innovative and inspiring initiatives led by estate residents, housing officers and community partners that have in a multitude of different ways helped bring people together and make our estates great places to live. These cover initiatives ranging from gardening and food-growing, new painting and lighting interventions, signage and wayfinding, cleanliness strategies, public art projects, urban farms, projects promoting biodiversity and much else. The Guide will work as a live document that accumulates case studies and highlights opportunities, a point of reference for estate communities involved in devising estate improvement plan projects, demonstrating the art of the possible.

While the estate improvement plan pilots will experiment with different ways of bringing a wide range of perspectives to the task of shaping a shared living environment of an estate, I'm conscious too that it will always be secondary to fundamentals of housing management and management. The final cabinet report, due this Summer – the Great Estates Guarantee – will address these standards, setting new baseline expectations to ensure our homes are properly and consistently warm, dry, safe, clean and cared for. Before that point though, I am hugely excited to see what ideas and interventions will come forward from this opening set of estate improvement plans.

RECOMMENDATIONS

Recommendations for the Cabinet

1. That Cabinet agree the principles of the Great Estates Programme - Estate Improvement Plans
2. That Cabinet agrees to pilot the Estate Improvement Plans in the north, south and centre of the borough.
3. To agree that council leaseholders will not be charged for any Great Estate pilot work (as set out in paragraph 20).
4. To instruct officers to bring back an evaluation of the pilots to Cabinet approximately 12 months after their commencement.

Recommendations for the Leader of the Council

5. That the Leader delegates authority to agree the final selection of pilot estates to the cabinet member for social regeneration, great estates and new council homes in consultation with the strategic director of housing and modernisation.

BACKGROUND INFORMATION

6. Southwark Council is landlord of a housing stock of 55,000 dwellings, of which 37,000 are let on council tenancies and the remainder were sold under right to buy leases. These properties are mainly flats on 240 estates.

7. Southwark's housing strategy to 2043 pledges to use every tool at the council's disposal to increase the supply of all kinds of homes across the borough. Quality matters as much as quantity. The council wants to build homes with high standards of design that are both environmentally and energy efficient and ensure existing council homes keep residents warm, dry and safe. The strategy sets out how Southwark will be a place where you will not know whether you are visiting homes in private, housing association or council ownership. Housing in Southwark is about more than just bricks and mortar. It is about where our residents live and the communities in which we come together. The strategy puts rights and responsibilities at the centre and sets out plans to support and encourage all residents to take pride and responsibility in their homes and local area.
8. The Council Plan 2018-2022 includes the following commitments:
 - To launch a Great Estates guarantee so that every estate is clean, safe and cared for
 - To give residents the tools to garden and improve their estate - In this commitment tools refers not just to physical tools, but also the Estate Improvement Plans framework for agreeing the improvements needed.
9. The Great Estates Programme is formed of three components:
 - **The vision and approach** - As set out in the December 2018 Cabinet Report and summarised below.
 - **The Great Estates Guarantee and Commitments** – The Guarantee and Commitments will help ensure that the council and our residents are working effectively together to make our estates clean, safe and cared for. This guarantee and commitments will be set out another Great Estates Programme Cabinet Report later in the year.
 - **The Estate Improvement Plans** - These will form part of the tools to enable residents to make improvements to their estates (as explained in this Cabinet Paper)
10. In December 2018 Cabinet agreed the vision and approach for the Great Estates Programme (as set out in Appendix 1 of that report).
<http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=51760>
11. The Southwark Great Estates vision is to:
 - **Celebrate our council estates** – We will celebrate our estates and be ambitious about their future. We will always be honest about the challenges, and challenge ourselves to make Southwark estates the best they can be.
 - **Encourage integration** – Our estates are part of the bedrock of Southwark. Mixed communities playing their part in the borough's economy and life are integral to the future of the borough. We want to expand and enrich our estates, with redevelopment always a last resort.
 - **Respect where we live** – Working with residents every estate should be

clean, safe and cared for. Communities should have ownership over their estate and a shared stake in its future. High standards of repair and maintenance will mean Southwark's estates are great places to live.

12. December 2018 Cabinet also agreed the 'estate improvement plan approach' to developing new council homes on existing estates, with a wider remit of estate improvement works and greater alignment of repairs works to existing homes.

KEY ISSUES FOR CONSIDERATION

13. This paper seeks agreement from Cabinet to the principles of the Estate Improvement Plans, one of the key components of the Great Estates Programme. The council will work with residents to identify new ways of improving the look, feel and lived experience of our estates, caring for the physical fabric of our estates with a view to upholding Southwark Council estates as properly privileged parts of the city and great places to live.

Estate Improvement Plans

14. The Estate Improvement Plans will be resident led where communities come together to agree a plan for an estate improvement which will help contribute to improving the feel of the estate. The Estate Improvement Plans will provide a way for residents to directly have a say in the use of internal and external resources to improve the communal areas of their estates. For example this could include new landscaping, bin stores, pram sheds, lighting, painting, estate signage, gardening and food-growing opportunities etc.
15. Estate Improvement Plans would need to draw on the best ideas that the community and council can come up with, and be based on three key principles:
 - Residents as equal or principal partners (intensive, genuine co-design with residents, through surveys, workshops, door-to-door, drop-in spaces, and open-ended briefs to be shaped by residents)
 - Transparency of costings (so that the immediate-term funding envelope and longer-term aspiration is well understood)
 - Maximising resident involvement
16. The following types of estate would be prioritised for Estate Improvement Plans
 - **Estates on which new council homes are being built** – This will ensure local residents benefit from the changes to their estate.
 - **Estates adjacent to wider regeneration and development opportunities** – This will ensure both existing estate residents and new residents to the wider area benefit from the changes (working with the developers).
 - **Estates where residents have identified improvements related to anti social behavior** – In response to recent serious and sometimes fatal incidents in and around our estate the council has a stronger focus on tackling anti-social behaviours, gang violence and establishing more credible and attractive 'diversionary' activities for young people. Estate Improvement Plan pilot funding will support proposals with an estate focus from the Positive Futures

Fund workshops over the upcoming weeks and months.

The Great Estates Guide

17. There are already many excellent examples of where residents and staff have come together to develop improvement projects to their estates. Recent notable estate-wide and block-specific plans include projects at East Dulwich Estate, Sceaux Gardens and Peverill House, and Bricklayers Arms. The council has produced and will be updating a Great Estates Guide which will contain case studies of initiatives that raise the shared living environment of our estates and bring communities together. This covers categories such as gardening and food-growing projects, cultural events, new signage and wayfinding, lighting strategies, and so on. This Guide will provide examples of what is possible, to stimulate new ideas for estates. This guide will be a living document regularly updated to include the latest projects; an early draft is attached at Appendix 1 for information.

Estate Improvement Plan pilots, selection and funding

18. Cabinet is asked to agree to pilot the Estate Improvement Plans, in the north, south and centre of the borough. A limited number of estates will be selected for pilots. Plans or projects on blocks or estates will be identified following an open 'call for projects' and expressions of interest as part of the consultation on the Great Estates Programme. The council is consulting with residents on the Great Estates Programme through an online survey and at community councils. More detail on the consultation is included in paragraph 49. This consultation will include an opportunity to propose ideas for Estate Improvement Plan pilots for their estates.
19. The council has identified £970k to help fund the pilots in 2019/20. These pilots will test out the range of funding opportunities in the following section so additional sources of funding may be identified.
20. As these are experimental pilots to test the approach Cabinet is requested to agree that council leaseholders will not be charged for Great Estate pilot work. Leaseholders may be charged for works that are carried in Great Estates, in accordance with the terms of their lease, where the works fall under existing schemes or plans and have not come about solely due to the pilots.
21. The Great Estates Advisory Group will have a strong role to play in advising on the most direct route to delivery to maximise the impact of an estate improvement as well as advising on possible sources of external funding and support which could be drawn upon.
22. The selection criteria for the pilots will ensure that we have a balanced mix of estates by geography, building type, estate issues, and investment need. The selected pilot projects will strike a balance between estates in the north, centre and south of the borough; east and west; older and younger estates; larger and smaller projects; estates with and without active resident associations. Priority will also be given to projects which supports the councils renewed focus on tackling anti-social behaviours, gang violence and establishing more credible and attractive 'diversionary' activities for young people. This will include activities identified through the Positive Future Funds workshops.
23. There will be close coordination across the council to ensure that any proposals for

Estate Improvement plans are linked in to plans for major works and new homes. This will help to avoid issues where estate improvements could potentially be damaged by later works.

24. The Leader is requested to delegate authority to agree the final selection of pilot estates to the cabinet member for social regeneration, great estates and new council homes in consultation with the strategic director of housing and modernisation.
25. The pilots will commence by the summer 2019. The first stage of this will be consultation with residents on those estates. The council will work closely with residents on those estates to guide them through the Estate Improvement Plan process.
26. Each pilot will be reviewed after one year, and the next two subsequent years to consider the impact on the estate and to gather feedback on the Estate Improvement Plan process. Cabinet is requested to instruct officers to bring back an evaluation of the pilots to cabinet approximately 12 months after their commencement.
27. The Great Estates Guide will be regularly updated using information gathered through the Estate Improvement Plan Pilots.

Funding opportunities for Estate Improvement Plans

28. The council is currently considering funding options for the Estate Improvement Plans in the longer term. The ambition is to maximise the use of all sources of possible funding to deliver the Great Estates Programme. There are a number of opportunities through delivering new homes and wider regeneration, ensuring everybody can benefit from this social regeneration. There is also the potential to bid for funding from external and council grant programmes. The following section includes more information on these potential sources of funding.

A. Estate improvement plans for estates being used to deliver new council homes

29. The council has an interim target to deliver 2,500 new council homes by the end of 2022 as part of the commitment to deliver 11,000 council homes by 2043. Part of this will involve building more council homes on our existing council estates. The council will look to provide a more rounded approach to make sure it is delivering more than just new homes working with the 'Great Estates' agenda and utilising social regeneration indicators linked to council plan objectives.
30. The council is committed to ensuring new council homes projects better draw out the wider benefits to neighbouring residents, both in terms of the communal living environment and (where possible) aligning with repairs to existing homes. With a planned pipeline the council can plan the new build programme around the wider asset management plan ensuring that the efforts are coordinated and opportunities maximised. This can mean delivering community benefits alongside the new build programme and contributing to a wider uplift in living conditions of all residents. This will encourage residents affected by council homes developments near their home to support these proposals as they will clearly see the benefits for their estate.

31. Where the council has planned major investment to existing homes aligned with a development schedule for new homes, wider proposals to include the surrounding spaces will be developed for in the proposals for the scheme. This will realise benefits to the whole community. These will be synchronised so that they do not cause any significant delay to the existing refurbishment plans, such as delivering the kitchens and bathrooms guarantee.

B. Estate improvement plans for estates neighbouring regeneration projects

32. There are a large number of regeneration projects currently underway or planned in Southwark. These range from large scale regeneration projects covering broad areas such as Canada Water and Old Kent Road, to new developments on smaller plots of land. The Council is committed to ensuring both the existing residents in the surrounding area and the new residents both benefit from this social regeneration. For the council social regeneration is about “Regeneration that works for all” along with new social regeneration indicators which will allow the council to consider and measure the impact of new schemes on a range of issues that affect residents, including life expectancy, physical and mental health, social mobility, education and employment rates, access to culture and housing quality.
33. The emergence of private or high-end development adjacent to council blocks or estates can sometimes be alienating for estate residents. It can have the effect of highlighting unfavourable differences in the built fabric and quality of living environment between old and new areas. Estate Improvement Plans can create an explicit link in an area plan or masterplan to focus any planning gain towards upholding our council estates as privileged parts of the borough, and that development/design expertise be utilised to ensure an accompanying improvement in the look, feel and lived experience of the neighbouring block.
34. The council is developing a new set of documents to ensure residents can input in to and be aware of the full benefits of regeneration in there area. The New Southwark Plan will continue to provide the overarching framework for Planning and Regeneration on the borough. Under these there will be Social Regeneration Charters for specific areas which outline the policy context, vision and priorities for these areas. Sitting under this there will be Social Regeneration Place Plans which provide much more detail for each area. So any Estate Improvement Plan will be closely linked in with these Social Regeneration Place Plans. The Council’s social regeneration framework was updated by Cabinet in January 2019.
<http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?AllId=52125>
35. The council is planning positively for mixed communities and social cohesion in our neighbourhoods by encouraging greater tenure integration and equality in our neighbourhoods through the planning process. The council wants to avoid the situation where there are clear lines between new developments and existing estates. It is important to enable opportunities for residents living in different tenures of housing to mix within and between developments, to ensure equity of esteem from street level, and to mitigate against stark visible differences and a sense of tenure segregation. There are opportunities to link this to the Great Estates Estate Improvement Plans to improve the wider living environment.

C. Bidding for grants and other external funding opportunities

36. The Estate Improvement Plan process is about helping communities to come

together to plan an estate improvement they know will make a notable improvement to that estate, using their local knowledge. But the process should also help communities to understand how to bid for funding for projects and provide some support for this.

37. While the council has identified £970,000 to help fund the pilots, the pilots will also seek to test out drawing on resources from external providers. There are number of external charities and agencies which may be able to offer grants to support Estate Improvement Plan ideas. The Great Estates Advisory Group will have a role in helping to identify possible sources of funding. Possible examples include:

- Big Lottery funding
- Arts council funding
- GLA Grants
- United St Saviours Grants
- Crowd funding options.

38. The council also has a number of its own grant programmes which could supplement Estate Improvement Plan ideas. These include:

- Cleaner Greener Safer Grants
- The Neighbourhoods Fund
- Tenants & Residents Social Improvements Grant (TRSIG), formerly Joint Security Initiative (JSI)

Policy implications

39. At this stage Cabinet is being requested to agree the principles of the Great Estates Programme - Estate Improvement Plans and to agree for the pilots to test this approach. Paragraph 34 has explained how these Estate Improvement Plans will be included as part of the Social Regeneration Area Place Plans where the estate sits in this the wider area.
40. As this paper is limited to the principles and pilots there are no further policy implications at this stage.

Community impact statement

41. The purpose of the Estate Improvement Plans are to improve the local area for the whole community who live there. There will be need for some monitoring of membership of any forums which discuss the Estate Improvement Plans to ensure these genuinely represent the full range of diverse communities that make up that estate area. Any planned estate improvement should be to the benefit of all communities rather than for any particular group.

Resource implications

42. Officers working on the Great Estates Programme have identified the need for a dedicated project manager to support this project, as this will create a significant amount of new work streams. This post will be funded from the £970,000 which has been identified to support the pilots.

Legal implications

43. In this report Cabinet is being requested to agree the principles of the Great Estates Programme - Estate Improvement Plans and to agree for the pilots to test this approach. Therefore there are no legal implications at this stage. Legal advice on the consultation and the delegation of decision making powers is included in paragraph 53.

Financial implications

44. At this stage Cabinet is being requested to agree the principles of the Great Estates Programme - Estate Improvement Plans and to agree for the pilots to test this approach. Therefore the financial implications are limited to designing the Great Estate Improvement Plans and making these improvements on these Pilots only. £970k has been identified to help fund the pilots in 2019-20.
45. The aim is to also use estates which are already in a position to receive funding, such as from being an estate on which new council homes will be built, or adjacent to a regeneration proposal.
46. Any future further roll out of the Great Estate Improvement Plans will require a separate official council decision and the financial implications will be considered at that time.
47. Any decision to award funding to any particular Estate would be agreed through Individual Decision Making by the Cabinet Member for Social Regeneration, Great Estates and New Council Homes.

Consultation

48. In developing proposals for the emerging Great Estates programme the council has drawn from the feedback from the Southwark Conversation which completed in early 2018 which provided an excellent starting point for this project.
49. The council is consulting with residents on the Great Estates Programme through an online survey which will be on the council's consultation hub. Hardcopies of the survey will also be provided at Community Council meetings. Residents were consulted at the Bermondsey and Rotherhithe Community Council on the 29 January 2019 and the consultation will go to the other community councils over the next few months. Details of the consultation will also be included in the Southwark Housing News, and included on various social media (Facebook pages, twitter etc). This consultation will include an opportunity to propose ideas for Estate Improvement Plans pilots for their estates.
50. The item has also been discussed at Tenant Council and the Futures Steering Board. Resident representatives will sit on the Great Estates Advisory Group.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

51. When considering the recommendations in this report, cabinet must have due regard to the continuing public sector equality duty contained within section 149 of the Equality Act 2010. That is the need, to eliminate discrimination,

harassment, victimisation or other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and those who do not, and, foster good relations between those who share a relevant characteristic and those that do not share it. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The equality duty is a continuing one and should be considered and reviewed as plans develop.

52. Cabinet members are reminded that when consultation is carried out, it must comply with legal requirements. In particular consultation should be carried out when the proposals are still at a formative stage; include sufficient reasons for the proposals to allow any interested party the opportunity to consider the proposal and formulate a response; allow adequate time for interested parties to consider the proposal and formulate their response, and, must be conscientiously take all the results from interested parties into account when a decision is taken.
53. Under Part 3 of the council's constitution, the Leader may delegate a decision to an individual cabinet member.

Strategic Director of Finance and Governance - (H&M 18/103)

54. The strategic director of finance and governance notes the recommendations contained in the report. Budget provision of £970,000 has been specifically made available for the pilots in 2019-20 and will be allocated to the individual schemes once the sites and the nature of the works programme have been fully determined. The purpose of the exploratory pilots is to inform the approach to be adopted for the Great Estates initiative going forward and leaseholder charging will not apply in this instance. Beyond the pilot phase, normal leaseholder cost recovery arrangements should apply in accordance with the terms of their lease.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The Council Plan 2018-2022	Chief Executives Office 160 Tooley Street London SE4 2QH	Stephen Gaskell 020 7525 500
Link: http://www.southwark.gov.uk/council-and-democracy/fairer-future/council-plan		
Southwark Great Estates Programme - Paper 1 - Agreeing the Vision and Approach	Chief Executives Office 160 Tooley Street London SE4 2QH	Robert Weallans 020 7525 500
Link: http://moderngov.southwark.gov.uk/ieDecisionDetails.aspx?ID=6665		

APPENDICES

No.	Title
Appendix 1	Great Estates Guide - Case Studies to inform Estate Improvement Plans (circulated separately)

AUDIT TRAIL

Cabinet Member	Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	
Lead Officer	Paul Langford, Director of Resident Services	
Report Author	Robert Weallans, Housing Strategy Manager	
Version	Final	
Dated	1 March 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		1 March 2019